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AUTHOR Stevenson, William W.; Sandlin, Blan E.
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ABSTRACT

The overall purpose of these papers is to provide a background working paper to serve as a basis for developing a system for evaluating states' programs in Career Guidance, Counseling and Placement. An extensive review of published materials is summarized into three areas: (1) the accomplishments, limitations and trends of the current guidance effort; (2) the major concerns of guidance people; and (3) criteria for evaluating programs and identifying methods of improving vocational guidance services. Taking this information as a point of departure, the second paper recommends a procedure for securing the information, within a state, about major areas of concern and about evaluative criteria, i.e. evidences which show a program to be effective. A sampling of pertinent state level personnel as well as local administrators, student, teachers, and teacher- and counselor-educators were presented lists of identified items under each classification and asked to rank them. Results were presented. (TL)

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EVALUATING CAREER GUIDANCE, COUNSELING, AND PLACEMENT--STATE LEVEL

By

Dr. William W. Stevenson, Assistant State Director;
and, Head, Division of Research, Planning, and Evaluation
Oklahoma State Department of Vocational and Technical Education

and

Mr. Blan E. Sandlin, Administrator
Guidance and Counseling Division
Oklahoma State Department of Education

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Introduction

This paper is intended to be the second part of a three-part presentation dealing with evaluating career guidance, counseling, and placement at (1) the national level, (2) the state level, and (3) the local level. While it is difficult in many instances to separate the efforts and materials relating to guidance and counseling at these three levels, this paper will attempt to deal with the problem at the state level. We should also point out that we are speaking of the three areas mentioned in the topic - career guidance, counseling, and placement. It may be that at times we will not use all three of the terms, but we do view the functions of the total efforts as including all three of these areas.

This presentation will be divided into two parts. The first part of the presentation will concentrate upon the accomplishments, limitations and trends

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Note: The authors would like to acknowledge the assistance of Mr. Merle Collins and Mr. Murl Venard, Coordinators in the Guidance and Counseling Section of the State Department of Education and also Mr. Jay Lark, Graduate Assistant in the Agricultural Education Department of Oklahoma State University.

in the guidance area as well as the major areas of concern and information needed for evaluation as identified by a review of the literature. The second part of the paper will present one method of identifying the major concerns and needed evidences within a state and the results of having applied this method in a particular state.

This paper will present a review of published materials collected from a number of sources; primarily three areas will be treated--first, accomplishment, limitation, and trends of the guidance effort; second, a synthesis of the areas of concern; and third, the kinds of evidence that have been asked for or otherwise should be provided in order to evaluate programs and identify methods of improvement of career guidance, counseling, and placement. Each of these three areas will be covered in more detail as we move through the presentation. We hope to present to you some suggestions which may be further refined or modified in your own committee work. We will offer our conclusions as to what the major concerns are in this field and suggest some procedures whereby the programs may be evaluated at the state level. We also would hope to bring to your attention some of the accomplishments, limitations, and trends, in the areas of career guidance, counseling, and placement. We do wish to stress the fact that the paper which is being presented is intended to be only a beginning statement of the situation and we do want to emphasize the fact that we are perfectly amenable to modification and improvement.

Statement of the Problem

The theme of the Guidance Division Program--the title of this presentation--is a challenge within itself. I suspect that some people in this audience and many of the guidance people I have talked with do not agree that the three areas mentioned in the title should be or are the central concern of guidance and counseling programs. The use of the term career guidance, particularly if

it relates to a career which may be based only on a high school level education, would in many circles be questionable. Probably, the most controversial part of the topic would be the inclusion of the term placement. I have found many people who would disagree with the statement that placement should be a part of the guidance and counseling service of the state. I have found very little effort being expended in the placement of students by those working in the guidance area. Thus we conclude that placement may not in many instances be an accepted function of people working in this area.

Let me quote briefly from a few statements made relative to this particular question. Dr. Po-yen Koo, Director of Data Collection and Evaluation, in the New Jersey State Department of Education has this to say under a topic entitled, "Vocational Guidance: Where are You?"

> A number of studies have been made of the means used by vocational program graduates to obtain their first employment. These include nation-wide studies (Eninger, 1968, ED012315), regional studies (Kaufman et al., 1967, ED011060), and local studies.
>
> The preponderance of the evidence in these reports indicates that fewer than one-third of vocational program graduates obtained first employment through school placement. Rather, the great majority of them rely heavily upon family, friends, and other channels to obtain a first job.
>
> Is there anything that the school can do to improve the situation?
>
> These findings should have some important bearing on the problem of vocational guidance, a primary function of the secondary school. New graduates from a vocational program not only require placement service, but may very well need assistance in adjustment, particularly in relation to their first job. If they have not had assistance from the school in getting a job in the first place, there seems little possibility for them to seek and receive guidance from the school when facing a need for adjustment arising from difficulties in work.

In Dover, Delaware, a newspaper article quotes Governor Russell W. Peterson in a meeting with vocational and guidance workers as asking the question, "What's wrong with schools being employment agencies?" Dr. Kenneth C. Madden who is superintendent of the Department of Public Instruction, replied that almost no

schools in the state provide this service to any great degree. Even more severe criticism may be interpreted in the findings of the study of 30,000 high school seniors in Oklahoma in 1967 in which it was found that one-third of the seniors in high schools of Oklahoma said that counselors or teachers had had no influence on their career decisions, 54% indicated some influence while only 12% said teachers or counselors had influenced their decisions "Quite a Bit." The Oklahoma Advisory Council for vocational-technical education says that Oklahomans do not know about the program of vocational-technical education, are unaware of the intellectual and financial fulfillment of vocational and technical careers and are engaged in ever-increasing numbers in a tragic cycle of sending their youngsters to college to fail or drop out. In Occupational Information, by Robert Hoppock, we read the following paragraph:

> There is fantasy in the belief that good vocational counseling can be provided by psychologists who know all about values and emotions and interests and capacities and who are not equally competent in the area of occupational information. Ginzberg's hopeful statement that "...the vocational guidance counselors have always considered the reality factors in the environment of the individual" seems not to be universally true. Instead, what we now have in vocational counseling is far too many psychologists who regard placement as a dirty word and any direct contact with the employment market as degrading. If we are not someday to be charged with quackery, we should have in all vocational counseling services as many persons who are skilled in psychology, or we should have a new breed of counselors whose training, experience, and competence in economics, in occupational information, and in placement equals his training, experience, and competence in psychology, in psychometrics, and in psychotherapy.
>
> VOCATIONAL GUIDANCE. The classic definition of vocational guidance, formulated and revised by the National Vocational Guidance Association, reads as follows: "Vocational guidance is the process of assisting the individual to choose an occupation, prepare for it, enter upon and progress in it."

Enough of lamentations, incriminations and criticisms. We need to look at the problem as a challenge for seeking a solution. There has been too much of criticism and too little of worthwhile constructive suggestions for improvement.

Objectives of the Paper

The objective of this work is to provide a background working paper which will serve as a basis for the development of a continuing system for evaluation of the states' programs of Career Guidance, Counseling, and Placement.

To reach this objective, we will review the accomplishment, limitations, trends, major concerns, and evidences needed for evaluation in regard to programs of Career Guidance, Counseling, and Placement. A procedure for determining acceptable evaluative criteria and the results of the application of that procedure will be presented.

Finally, the authors will make certain recommendations for change based on the results of a review of the literature.

Accomplishments

The National Defense Education Act, Title V-A, provided the stimulus for the growth of guidance, counseling, and testing in the public schools of the nation. According to the Fifth Annual Report of the State Advisory Council on the State Departments of Education, there were, in 1958-59, 13,000 (full-time equivalent) counselors serving public school secondary students. By the end of the 1967-68 school year, the number had been increased to 40,450. In 1964, Title V-A was extended to include youth in elementary schools, junior colleges, and technical institutes. During the 1967-68 school year, 6,689 counselors were serving these groups, making the total number somewhat more than 50,000 (full-time equivalent) counselors. The counselor-student ratio in the elementary school has been reduced since 1964, but not nearly as dramatically as at the secondary level.

The total national expenditure for guidance and counseling after the first year of Title V-A from all sources was $10,833,000. Federal funds accounted

for 45 percent of the total. In 1968-69 school year, the total expenditure was more than $344 million, the Federal share being less than five percent.

All state education agencies in cooperation with counselor education institutions have intensified efforts to improve the level of counselor qualifications. Counselor certification plans have been established in all states. There is much evidence that counselor certification and training is being upgraded in order to improve counselor competences in all areas of guidance and counseling.

Most all states have established Guidance, Counseling and Testing Sections in the State Department of Education. Minimum qualifications for supervisors have been included within the State Plan. The State Plans also include minimum standards for certification of local school counselors, testing and guidance services necessary for an approved program.

A well organized and conducted guidance program will use every resource and agency which can contribute to the effectiveness and efficiency of the program. Many private agencies have, with the use of experts, produced and made available many valuable printed materials that are useful in all aspects of the guidance program. The Bureau of Employment Security, the Department of Labor and other government agencies both Federal and State have, through research and pilot surveys, provided up-to-date information about the labor market, job openings and projected trends in employment that are useful tools for counselors who worked with students in career development. Some of the more useful government sponsored publications are, Dictionary of Occupational Titles, Handbook on Job Market Research Methods, Area Skill Survey and Guides to Local Occupational Information, and The Occupational Outlook Handbook.

Congress has recognized vocational guidance as an essential part of a number of operational programs for which funds have been authorized. The acts of Congress listed below illustrate the concern of our Federal government.

1. Public Law 73-30, the Wagner-Peyser Act of 1933. Establishment of the U. S. Employment Service.
2. Public Law 78-16, the Disabled Veterans Rehabilitation Act of 1943; Public Law 78-346, the GI Bill of 1944, and as amended in later years, the War Orphans Educational Assistance Act of 1961.
3. Public Law 83-565, the Vocational Rehabilitation Act of 1954.
4. Public Law 85-864, the National Defense Education Act of 1958, and subsequent amendments; Public Law 88-210, Public Law 88-665.
5. Public Law 88-415, the Manpower Development and Training Act of 1962, and amendments. (Area Redevelopment Act of 1961)
6. Public Law 88-164, the Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963.
7. Public Law 88-452, the Economic Opportunity Act of 1964.
8. Public Law 89-10, the Elementary and Secondary Education Act of 1965. Local and State financial support.
9. Public Law 88-210, the Vocational Education Act of 1963.
10. Public Law 90-576, the amendments to the Vocational Education Act of 1963.

Limitations

With all of these accomplishments, there are still limitations to the full effectiveness of programs. Academic guidance services developed rapidly as a result of the National Defense Act. Almost nine out of every ten high schools in the United States provided academic counseling. In contrast, the occupationally oriented youth got very little or no attention. The reasons for this inattention are many, some of which are: (a) Counselors for the most part came from the teaching ranks. Their education, training and experience were academic. Therefore, they were oriented toward the academic and knew very little about the world of work. (b) Most state counselor certification programs and counselor training institutions required only one course in occupations and vocations for counselor certification (a recent survey shows that most all states are now requiring only one three-hour course in this area). (c) The counselor-student ratio has been greatly reduced. However, it is still too high for the counselor to provide all of the services needed by all of the students. (d) Too many guidance programs have been crisis centered and remedial rather than preventive and developmental. (e) Developmental vocational and occupational

guidance programs have not been possible because of the very limited number of comprehensive elementary school guidance programs. (f) The public has not been convinced to the point that it demands equal guidance services for the non-college bound student.

When federal funds for guidance, counseling and testing are compared to funds provided for other educational programs we see that guidance has received only seed money. In 1966, only one half of the states were using vocational education funds to provide at least one person on the state staff to have responsibilities for vocational guidance and counseling. As late as 1966, less than one percent of vocational education funds were spent for vocational guidance.

Resource material for organizing and conducting developmental vocational guidance programs K-12 is very limited. This is also true in the area of career exploration. The curriculum in most local schools is so restricted to the academic requirements that students do not have a chance to explore in the area of careers which could help them find a real reason for learning "reading, riting and rithmetic." Students have not been permitted to move into and out of vocational-technical programs and to select mixtures of vocational-technical and academic courses.

Trends

Significant events are taking place in and out of school today which vitally affect the job of the counselor and teacher, and the services they provide. Important changes are occurring in both theory and practice. This section of the paper will enumerate the trends which become apparent as one reviews the literature.

This probably is our way of being optimistic about the future, but it would appear that a massive effort is being made to change the thinking, the orientation, and the outlook of career guidance personnel. If our reading of the

trends is correct, we see the possibility that guidance and counseling can become a part, a more effective part, an all encompassing part of the total effort to properly train students for whatever may be their life's goals and ambitions.

The trends as seen in our study of the literature are the following:

1. Toward becoming a Career Development Specialist assisting students to formulate a career goal and develop plans for and adopt procedures to reach that goal. This trend has an opposite to it which is a trend away from being a crisis oriented therapist.
2. To function in such a way as to be prepared to show evidences of accomplishments - Evaluation. It means that formulation of measurable objectives by guidance people.
3. Consider both interest and aptitude of student in counseling concerning what is best for the student without prejudice on the part of the counselor. The counselor must to the extent possible avoid showing to the student in any way his evaluation of the student's goals and aims in life.
4. Toward more contact with an involvement of the total community in the development and function of the guidance programs. Certainly possibly more of a goal than a trend, but a hoped for result.
5. Starting career exploration and development work at an earlier age (elementary school) and going on as a developmental process throughout life.
6. Career development accepted as a responsibility of the total school which cannot be limited to a single discipline or department.
7. The trend toward accepting responsibility for placement of students and graduates on jobs is in the talking stage at least. As said earlier, too little of it is being done.
8. Toward more emphasis on providing services for the disadvantaged and handicapped.

Areas of Major Concern

What are the problems relative to career guidance, counseling, and placement as seen by people at the various levels? I am sure that many of the concerns identified at the state level will also be mentioned as concerns at the national and local level.

Some of the problems that plague guidance, counseling, and placement programs as revealed by a search of the literature are: (1) Many schools do not have guidance counselors. Small poorly financed rural school districts are

more likely not to provide the services of a guidance counselor. (2) The counselor-student ratio in most schools is so high that counselors do not have time to provide the guidance services necessary for career development. This condition is especially true in the elementary school. (3) Counselors are often assigned duties that are in no way related to guidance. In fact, many duties assigned to counselors hinder their effectiveness to render guidance services. (4) Due to their training, education, experiences and lack of knowledge concerning the world of work, many counselors tend to over-emphasize the baccalaureate degree. (5) Counselors are not involved in designing regular or remedial school programs that will meet individuals' needs based on interests and abilities. (6) Students, teachers, parents, and the general public are not adequately informed about the dignity, challenge (intellectual and financial) and satisfaction of vocational-technical skilled jobs. (7) Counselors, teachers, and parents have misinformation concerning ability of students who take vocational-technical courses in high school to attend and succeed in college. (8) Students have not had a chance to gain experiences that will assist them in making wise educational and occupational choices. (9) Many schools do not have enough information available concerning the world of work for the guidance staff to develop a systematic program for acquiring knowledge about the world of work and for packaging and dissemination to the students. (10) Adequate communication lines do not exist between all agencies involved in all types of educational training and the various employment agencies.

Other concerns relating to guidance, counseling and placement are: (11) Guidance, counseling, and placement may not be an integral part of the total education program. (12) Vocational guidance and academic guidance might be performed by two different counselors, thereby further dividing the vocational and academic inclined students. (13) Local school counselors are not organizing and using advisory committees to assist in providing services needed by all the students

in the community. (14) Research through follow-up studies of graduates and dropouts should be used to evaluate the effectiveness of career guidance activities. (15) Establish procedures for implementing new ideas related to guidance, counseling, and placement. (16) Too many students are graduating or leaving school without a saleable skill. (17) Educational programs must be flexible and guidance programs responsive enough to design programs to meet individual needs, desires and abilities. (18) Too little effort is being expended to provide training and assistance for counselors in areas of occupational education. (19) Short supply of support personnel for counselors; i.e., test technicians, placement specialists, information specialists, etc. (20) The need for a broadly based guidance committee which will reflect the views of many sections of the education and lay public.

Evidences Needed for Evaluation

As we searched the literature, we found that the people were asking questions, they were asking for information as to the value or the quality of the program of career guidance, counseling, and placement.

The following is our interpretation of what data or information is being asked for or should be supplied in order to evaluate programs of career guidance, counseling, and placement.

1. Is the guidance program influencing the school curriculum at all levels?
2. Are students making realistic educational and/or vocational plans based on predetermined interests, test scores and/or grade point averages?
3. What experiences have students had to help develop ability to make educational and/or vocational decisions?
4. To what extent are post high school activities of graduates and school leavers consistent with their high school program?

5. Do high school graduates have either a job entry skill or a plan for continuing education?
6. What percent of the vocational-technical student graduates get related jobs or continue in related training?
7. Are students of all levels of ability participating in vocational-technical education programs?
8. What percent of junior high school students have participated in career exploration and testing for work aptitude and interest?
9. What percent of the students who drop out of college the first year take jobs related to vocational-technical training in high school or enter advanced training courses related to the high school courses?
10. What percent of the counselors have available to them in-service workshops related to vocational aspects of guidance and what percent take advantage of the workshops that are available?
11. What percent of the counselor's time is spent on activities other than guidance, counseling, and placement?
12. Are materials for career guidance identified at the state level and made available or made known to local school counselors?
13. Percent of counselor education dealing with occupations requiring vocational-technical training.
14. Ratio of counselors to students.
15. Percent of time spent by counselor on placement of graduates and/or school leavers.
16. Changes in enrollment in vocational programs in school or area school.
17. State Staff - Number of visits per school year.

18. Length of time required from request to visit by state staff.

19. Number of areas of expertise represented on state staff, i.e., elementary, testing, vocational, research, evaluation, administration, secondary, information, publications.

Recommendations

We present the following recommendations for consideration:

1. Professional preparation programs for guidance counselors should be modified to include more training and information related to the vocational-technical aspects of guidance.
2. State Departments of Education should provide leadership in the promotion of local, regional and state seminars, workshops and conferences to assist counselors in becoming more proficient in career guidance, counseling and placement.
3. State Departments of Education should provide the leadership necessary for promoting developmental career guidance for all children beginning in the first grade.
4. An opportunity should be provided for all junior high school youth to engage in career exploration and to be tested for work aptitude in careers below the so-called professional level.
5. Programs should be initiated for providing opportunities and encouragement to practicing counselors at the high school level and post high school level to up-date business and industrial experiences in order to keep up with the ever-changing world of work.
6. Greater emphasis should be placed on public information activities designed to increase the awareness of students, their parents and other adults of the wide variety of challenging and rewarding

occupational opportunities that exist in the world of work and the availability of training programs designed to prepare persons to enter these fields.

7. Every school district should have a guidance committee made up of representatives from the various disciplines and other selected persons. One of the first duties of this committee would be to write a plan for guidance services. The plan should include a job description for counselors that give high priority to competency in career guidance, counseling and placement.

8. Guidance plans should have quantifiable objectives in order that more precise evaluation may be done.

9. Guidance counselors in local schools should assist the school administrator in the establishment of an advisory council in which the majority of members are from industry and business to lend emphasis to the vocational-technical aspects of guidance.

10. Guidance Sections of State Departments of Education should provide leadership in the development of guides and brochures that set forth examples of units on career exploration and development to be used in establishing a developmental program K-12.

11. Guidance Sections of the State Departments of Education should work cooperatively with local school counselors in developing more effective career guidance, counseling, and placement program for "special needs" youth (dropouts, handicapped, and disadvantaged).

12. State Guidance Sections, professional counselors organizations and Local and State Advisory Councils should present a program to the state legislature for financing guidance services so that

all schools can reduce the counselor-student ratio to the point that an effective guidance, counseling, and placement program for all students is possible.

Note: The second part of this report will be presented by Dr. William W. Stevenson, Head, Division of Research, Planning, and Evaluation; and Assistant State Director, Oklahoma State Department of Vocational and Technical Education.

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IDENTIFYING AREAS OF CONCERN AND DETERMINING EVIDENCES NEEDED FOR EVALUATION--CAREER GUIDANCE, COUNSELING, AND PLACEMENT--STATE LEVEL

By

Dr. William W. Stevenson, Assistant State Director;
and, Head, Division of Research, Planning, and Evaluation
Oklahoma State Department of Vocational and Technical Education

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Introduction

This paper is the last half of the presentation entitled, "Evaluating Career Guidance, Counseling, and Placement--State Level." The preceeding report presented you with information and conclusions drawn from an extensive review of the literature. This portion of the presentation will focus your attention upon recommended procedures for determining (1) the major concerns within a state relative to career guidance, counseling, and placement programs, and (2) the data and/or information which would be acceptable for evaluating programs of career guidance and counseling. In addition to recommending a procedure for securing the above information, we will present to you the results of having followed this procedure on a limited basis within a state. In other words, we will bring you a resume of the thinking of selected individuals within a state as determined by the procedures recommended in this paper.

Someone has said, "Faith, hope, and charity have characterized the American attitude toward guidance programs--faith in their effectiveness,

hope that they can meet important if not always clearly specified needs, and charity in not demanding more evaluative evidence that the faith and hope are justified." Evaluation is indeed a difficult and time consuming task; however, no longer can we avoid doing an acceptable job of evaluation simply because of its difficulty. We must begin (as some states have) to perfect the process of making objective, reliable, and valid evaluations of all parts of the educational process including career guidance, counseling, and placement.

There are two types of evaluative criteria. I prefer to distinguish between these two types of evaluative information by labeling them (1) factors which show quality of programs, and (2) factors which cause quality of programs. This distinction may be the same as the distinction made when we talk of process evaluation and product evaluation. The "shows quality" and the "causes quality" terms are clearer for my understanding of the distinction between the two types of evaluative evidence.

If we analyze the situation carefully, we should be able to identify a number of the factors which show quality of program. These factors taken from the list which was given by the earlier speaker would include such items as (1) percent of graduates and school leavers who have learned a saleable skill, (2) amount of remedial education required, (3) amount of information students, parents, and the general public have about the world of work, (4) students misinformed concerning high school requirements for college entry, and (5) students misinformed concerning relationship of specific high school courses to college success. The other type of evaluative criteria--that relating to what causes quality of program--might include such items as (1) the ratio of students to counselors, (2) the counselors assigned noncounselor duties, (3) the proper education and training of counselors, and (4) the use of advisory or consulting committees, etc.

We must have research which will establish the validity of our intuitive identification of those factors which cause quality of programs. In other words, we must establish a connecting link between those items which show quality of program and those items which cause the quality of program. Only those items which show definite linkage can we accurately say are important as we evaluate guidance programs and attempt to determine the procedures for improvement.

Areas of Major Concern

The earlier speaker reviewed for you the major concerns about counseling programs which surfaced in our review of the literature. It would appear that these concerns may not be universally held by all individuals in all states. Different groups may have different concerns between states and within states; and, there may be various degrees of concern related to different factors. How does one go about identifying the concerns which persist within his own sphere of operation? We would like to present to you a suggested procedure for determining these concerns and show you the results of having followed this procedure in Oklahoma.

We felt that the people who should be able to identify the concerns of the state came more or less by groups. We first considered administrators--the state director of vocational and technical education and his assistants, state supervisory personnel, and state level administrators in the State Department of Education. Also, we felt that we should ask others to look statewide at the concerns surrounding the program. These individuals would include local administrators, students, teacher- and counselor-educators, and others in education. Finally, we identified other individuals such as members of the State Board for Vocational and Technical Education and the

State Advisory Council who should be consulted. These are the types of people we feel should be included in any state survey designed to identify the major concerns relative to guidance and counseling programs.

As we in Oklahoma identified what we considered to be major concerns, and as we developed procedures for validating this within a state, we could see the need for one more step--testing of the procedure. In order to accomplish this, representatives of the groups described above were presented with a list of concerns as gathered from the review of literature and were asked to rate these concerns on an 11-point continuum ranging from a major concern to no concern. Provisions were also made for the interviewee to indicate that a concern which was not in the realm of the influence of the counselor could be checked as not applicable. The result of this procedure gives us the ranking of the concerns which were indicated on the instrument. Individuals were also asked to add additional concerns which they considered of major importance and many did respond this way. Following is a ranking of the concerns which were of greatest importance in the survey done in Oklahoma.

Major Concerns in Oklahoma

In response to the question, "What are the major concerns which you have about the present program of career guidance, counseling, and placement in the public schools of Oklahoma?" selected individuals ranked the identified items in the following order. (The number score is based on a maximum of 11 points).

Concerns and average ratings as follows:

Concerns	Average Rating
The ratio of students to counselors	10.27
Schools with no counselors	10.13
Students, parents, and general public not adequately informed about dignity, challenge, and satisfaction (intellectual and financial) of a vocational-technical skilled job	10.11
Failure to provide a saleable skill to graduates and school leavers	9.88
Students not given experiences which prepare them to make wise educational and occupational choices	9.88
Closer follow-up of students	9.66
Lack of flexibility in curriculum to allow proper mix of academic and vocational choice	9.61
Lack of communication between all agencies involved in educational training and employment assistance	9.61
Starting a comprehensive guidance program at beginning of formal education	9.61
Lack of preparation of counselors in occupational areas	9.50
Lack of relevance of education to career choice and advancement	9.50
Counselors assigned noncounselor duties; i.e., discipline, attendance, study hall, etc.	9.38
Lack of a systematic procedure which will enable guidance staff to acquire and expand knowledge about the world of work	9.33
Overemphasis on importance of bacculaureate degree to students	9.31
Programs not designed to meet individual needs, desires, or abilities	9.29
Counseling programs which reflect only the attitudes and educational philosophy of a single school administrator	9.28
Proper packaging and dissemination of world of work information	9.05

Continued research in career guidance	8.83
Danger of the development of two systems of guidance; i.e., academic and vocational	8.72
Misinformation given to students concerning high school requirements for college entry	8.72
Lack of use of community resources in career exploration and guidance	8.66
The danger of separating programs for the disadvantaged from regular vocational programs	8.62
Support personnel for counselors; i.e., test technicians, placement specialists, information specialists, etc.	8.58
A systematic procedure for implementation of new ideas in counseling	8.52
Lack of functioning advisory committee	8.38
Need for large number of remedial programs at end of formal education	8.11
Lack of assistance from the Federal level to state and local guidance personnel	7.70
Guidance services set apart from rest of educational services	7.58

Mean 9.12

Evidences Needed for Evaluation

We, the team preparing this paper, felt that the persons who should be responsible for determining the basis upon which evaluation would be made should be those persons for whom the service is being performed. This means that we must ask state level administrators, regional administrators, local administrators and teachers, students, and parents, the kind of information, the kinds of data that they will accept as evidence of quality in programs. If the administrator or the person for whom the service is being performed will answer the question which we posed to administrators and others in Oklahoma, we can gather the data required in order to evaluate.

We asked these individuals, "What evidence will you accept as indicators of quality (high or low) in programs of career guidance, counseling, and placement?" From a search of the literature again, we were able to identify what we considered a list of the most often mentioned evidences needed for evaluation. This list compiled from our reading may not be appropriate for your particular state. We are suggesting a procedure for determining within your own state the major types of data and information needed to evaluate programs. We are presenting to you the results of having moved through this procedure in a state to determine that state's requirements for evaluation. Probably the most difficult part of evaluation is to determine the kinds of data and information which should be gathered. After this the job of the evaluator becomes considerably simpler, but it must be the people for whom the service is being rendered that can give us the most accurate, the most acceptable answer as to the question of identifying the criteria upon which we evaluate programs.

Following is the order in which the evidences for evaluation were ranked by our respondents and the average rating on the 11-point scale.

Evidence	Average Rating
Extent to which post high school activities (jobs, additional education, etc.) of graduates and school leavers are consistent with their high school program	10.58
Percent of high school graduates who have either a job entry skill or plans for continuing education	10.27
Extent to which students who are able, finish high school	10.22
Percent of students dropping out of college the first year	10.16

Percent of counselor education dealing with occupations requiring vocational-technical training	10.11
Extent to which student has had experiences which help to develop his ability to make educational and/or vocational decisions	10.05
Percent of counselor's time spent on activities other than counseling, guidance, and placement	10.05
Ratio of counselors to students	9.88
Percent of counselors who participated in in-service training for vocational counseling	9.77
Percent of students who have current occupational information easily accessible to them	9.77
Percent of time spent by counselor on placement of students and/or school leavers	9.72
Percent of schools having a written plan for guidance services and a job description for each counselor	9.58
Percent of counselors having up-to-date experience in business and industry	9.55
Number of areas of expertise represented on state staff; i.e., elementary, testing, vocational, research, evaluation, administration, secondary, information, publications	9.52
Percent of Jr. High School students who have participated in career exploration and testing for work aptitude	9.44
Percent of counselors having in-service training in vocational education available to them	9.44
Is this educational and/or vocational plan realistic in terms of students' test scores and/or grade point averages	9.44
Percent of vocational student graduates who get a related job or continue in related training	9.27
Knowledge of the extent to which guidance programs are influencing the school curriculum at all levels	9.27
The percent of students having an educational and/or vocational plan	8.94

Extent to which materials from state level are identified and/or made available to local counselors	8.83
Changes in enrollment in vocational programs in school or area school	8.75
Percent of students of different levels of ability participating in vocational education programs	8.50
Length of time required from request to visit by state staff	8.05
State Staff - Number of visits per school year	7.29

Mean 9.45

Additional Areas of Concerns and Evidences for Evaluation

Respondents to the rating scale administered in Oklahoma were given the opportunity to mention concerns and/or evidences which were not mentioned in the survey instrument. Following are the items which were suggested as being important.

Concerns

1. Counselors given responsibility for discipline
2. Lack of reliable information available to counselors on quality of programs of proprietary schools
3. Separation of courses of study into "prestigious" and "non-prestigious"
4. Financing so that counselors are not counted in calculating teacher-student ratio

Evidences

1. Completeness of information kept on students
2. Graduates reaction to quality of counseling and subsequent services
3. Background - Past experiences of counselors

4. Training in how to work with students having special needs (handicapped, disadvantaged)

5. Evidence of communication between counselors, teachers, and administrators

6. Involvement of parents in counseling

7. Amount of funds spent on career exploration materials

With this list of acceptable evaluative criteria put in rank order, it is possible for those of us responsible for evaluation to go as far down the list as our resources will allow. We will not in most instances be able to answer all the questions presented by the data requests, but we should be able, with the help of the procedure outlined, to investigate guidance programs in the light of what is considered most essential to realistic evaluation.

We must constantly keep in mind that the criteria we set for evaluating programs--if that criterion is known by those to be evaluated--causes program emphasis to be placed on those criteria and program operation to move in the direction specified by the criteria. Thus if we establish as acceptable evidence, for example, "percent of high school graduates who have either a job entry skill or plans for continuing education," and if this criteria is embraced by administrators (state and local) and made known to counselors, we could expect to see a decrease in the percentage of students finishing without either a saleable skill or plans for further education or training. Of course, the establishment of a system for rewarding those who excel in reaching higher degrees of accomplishment of the established objectives will further exhilarate the change process.

If administration has not really accepted the evaluative factors or if practitioners think administrators are only paying "lip service" to the criteria or if operational personnel are unaware of the criteria, very little is likely to happen in this direction. We must be very careful in the selection of the items upon which programs will be judged and we must be active in expressing and supporting the evaluative items which have been established.